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WAR FOOD ADMINISTRATION  
FOOD DISTRIBUTION ADMINISTRATION  
WASHINGTON 25, D. C.

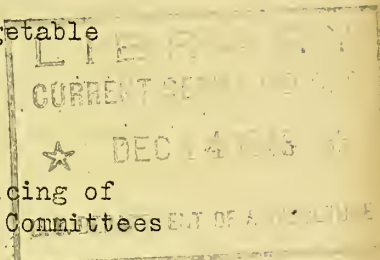
December 2, 1943

FRUIT AND VEGETABLE BRANCH MEMORANDUM NO. 13

To: Regional Directors and Chiefs of the Fruit and Vegetable Division

From: C. F. Kunkel, Acting Chief

Subject: Regional Responsibility for Organization and Servicing of Local Fresh Fruit and Vegetable Industry Advisory Committees



GENERAL: It is planned to transfer to regional offices, as soon as it is practical, certain functions and activities which have been heretofore carried out by the Washington office of the Fruit and Vegetable Branch. These responsibilities relate to the organization work and relationships with local fresh fruit and vegetable advisory committees. This memorandum divides committees into two broad groups: (1) national committees; and (2) local committees. While this presentation is principally concerned with local committees, it touches briefly on the national committees for purposes of clarification.

A. National Committees

There are national committees representing the fresh fruit and vegetable industry, the activities of which will be under the supervision of the Industry Operations Branch. As of November 1st membership on the fresh fruit and vegetable shipping industry advisory committee consisted of growers and shippers who had been selected from nominations submitted by the various industry organizations, and they represent the principal producing areas in the United States on a geographical basis. The fresh Fruit and Vegetable Marketing Committee was nominated by various members of trade organizations to represent each of the types of distribution functions performed in consuming markets, including independent and chain retailers. It is contemplated that a change will be made in the national committee set-up. Such change will not affect the local committees, however the Regional offices will be informed of the changes made.

The national committees meet in Washington, when called, with representatives of the War Food Administration and other government agencies concerned with the administration of programs which affect the marketing or distribution of fresh fruits and vegetables. Meetings of the committees have included discussions of such matters as containers, transportation, manpower, and equitable distribution--geographically and otherwise. The committees have been extremely helpful through their advice as to policy matters applying to the nation as a whole. As the national committees will primarily deal with problems and matters of a national scope, the work of the committees, in cooperation with government agencies, will be carried out at the Washington level. The regional offices will be asked to participate in the meetings of the national committees as circumstances warrant.

B. Local Committees.

Local committees representing various phases of the industries have been utilized by the regional offices as well as the Washington office

to assist in the formulation of programs and in program administration. The branch has found it desirable to establish local or area committees because it was determined that the national committees could not provide all of the information and advice needed by the branch. When the branch is confronted with problems requiring the adaptation of national programs to conditions in individual markets and areas, these local committees provide an effective means through which such application can be made. It was intended that the local committees should, and consequently their membership does, include members of a national committee when it is practical.

The local fresh fruit and vegetable area industry committees which have been organized are of two general types.

1. City distribution areas, of which there are 17 (also referred to as terminal market or consumer area committees), and
2. Producing areas, of which only one has been organized (also referred to as shipping point committees).

The assistance of these committees to the branch by supplementing the national committees provide a means for checking proposals submitted by members of the trade to determine their value, giving the branch first hand information on the effect of war emergency programs on distribution, and providing contacts for submitting to the trade the need for and operation of a particular regulatory program.

The meetings of the local committees are held in quarters furnished by the trade. A government employee engaged in Fruit and Vegetable work is the chairman. The trade furnishes the secretary and other clerical assistants. Each committee has been encouraged to cooperate with all government agencies that deal with distribution through the local, district or national offices. In the past the Washington office has worked more or less directly with the local committees.

At the present time the chairmen of the committees are men engaged in market news, inspection or regulatory work. It has been found that these men are particularly well qualified to do this work because they are in daily contact with the trade and understand the distribution problems of the fruit and vegetable industry. Their connections with the committees should be as representative of the regional office rather than the Washington office. Close personal supervision by representatives of the regional offices who are well known to the local fruit and vegetable industry is very necessary. The branch has regarded the work of the local committees as a joint industry and branch undertaking. It has been possible to obtain fully representative committees which are acceptable to a majority of the industry members. Appointments to these committees have been limited to people nominated by various distributing groups.

It is now felt that the work and relationships of the Washington office with these local committees should be and is hereby assigned to the chiefs of the Fruit and Vegetable Division in the regional offices. This memorandum should not be construed to at any time discourage local committees or committee chairman communicating direct with the Washington office. The Chief of the Fruit and Vegetable Branch will act on committee matters pertaining to fresh fruit and vegetables. Copies of Washington and regional office communications with committees should be furnished



the respective office.

We are confident regional offices will find these committees most helpful in formulating and administering programs assigned to them. The regional office should encourage the state or area supervisor to attend meetings of the local committees whenever possible and to coordinate their activities with the regular FDA State Food Advisory Committees. In transferring the committee activities to the regional offices, the Washington office will assist in any way it can to make the change as smoothly as possible. The Washington office will furnish the regional offices such additional information as may be needed covering the organizing and servicing of those local advisory committees. Because of the present established relationship between committees and the Washington office, it is obviously necessary that the shift of this contact and servicing work with the industry from the Washington to the regional offices be accomplished with a full and sympathetic understanding of the industry with its purposes. Consequently, the Washington office will arrange to have a representative of that office and a representative of the regional office meet with the committees at a regular meeting or at a special meeting of the committee convened to consider some definite project. At that time the transfer of these responsibilities from the Washington office to the region can be fully explained to the members of the committees. In some instances it may be impractical to follow this particular arrangement, and in that case other arrangements will be made. The Washington office will assist the regional office in working out these arrangements at the earliest possible date. This paragraph does not apply to San Francisco regional office which is now cooperating closely with committees established in that region.

#### C. Organization of New Committees

The following procedure will serve as a guide for the regions in organizing new local industry committees.

D. Insofar as the Branch Memorandum of July 31, 1943, on the subject of Fruit and Vegetable Industry Advisory Committees conflicts with this Memorandum it is to that extent superseded by this Memorandum. The Industry Relations Section of the Fruit and Vegetable Branch referred to in the July 31 Memorandum is being discontinued.

Further, we should like to point out that additional committees should be organized only where a definite need for the organization has been established. It is important that the regional officials definitely ascertain that the proposed membership of new committees is truly representative of the trade. In other words, the representation on the committee should be as equal for all factors making up the industry as it is possible to make it. This is necessary to avoid violation of Anti-Trust laws and regulations. The regional director will appoint the committee membership. The assistance and advice of the regional attorney should be utilized to the fullest extent when committees are being set up.

#### Procedure for Establishing Committees

The appointment of local advisory committees is carried out in accordance with suggestions made by representatives of the fresh fruit and vegetable industry, as follows:

- (1) An open meeting, sponsored by the industry, is held to discuss the need for such a committee and decide whether or not one is desired by the industry.
- (2) In the case of shipping area committees, each type of grower and each type of handler is at liberty to nominate several individuals to represent his particular group. Growers have equal representation with handlers.
- (3) In the case of market committees, to insure fair and adequate representation, each type of distributor (growers, brokers, wholesalers, jobbers, retailers, and any other type) is likewise privileged to nominate several individuals from his particular group.
- (4) Members of the National Industry Advisory Grower Shipping Committee are ex-officio members of any local shipping area committees in their respective localities. Similarly, members of the national committee on distribution are ex-officio members of any local receiving market committee.

#### Duties and Responsibilities of Committees

Members of these committees have been appointed by the Food Distribution Administration to act solely in an advisory capacity. They are encouraged to make suggestions or comment of any nature which may assist in maintaining efficient distribution of fruits and vegetables. It should be understood, however, that the industry is not authorized to take any action on any proposal unless orders have been issued by some appropriate government agency. It is expected that each committee will function in such a manner as will help the industry make its maximum contribution to the war effort.

#### Government Representation on Local Committees

A government representative will serve as chairman of each local committee. All committees set up thus far have field men of the Fruit and Vegetable Branch serving as local chairmen. These government chairmen are under instructions to preside at and to conduct all meetings of local committees so as to comply with federal anti-trust laws. Assurances have been given by the Solicitor, U. S. Department of Agriculture, that where this is done, members of the industry may assist government representatives in developing programs by giving information and advice without violating the federal anti-trust laws. The chairman is instructed to convey to the committee such inquiries or information as may be received from this branch and from other government agencies through the regional office.

#### Origination of Committee Business

Business which may properly come before a local committee may be originated:

- (1) By government agencies which may submit proposals or questions to the committee through the chairman.
- (2) By members of the committee who desire discussion of a

proposal raised by the committeeman himself, or by other members of the trade, or by some governmental agency.

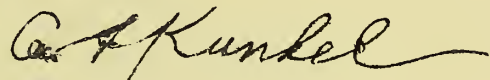
- (3) Committee discussions should be generally limited to topics appropriately submitted for consideration by government agencies or by the industry. Such topics should be considered by the regional office officials for suitability. Agenda should be well planned and all meetings should be properly conducted to maintain the usefulness of the committees.

The membership of these committees consists of men in daily contact with the fruit and vegetable business and who are, as a group, in possession of much essential information. Every suggestion, made by a local committee, should therefore, be accompanied by a complete statement of the facts in the case.

#### Objectives of Local Advisory Committees

The national trade and farm organizations, which also recommended the establishment of local advisory committees, indicated the hope that such committees might assist in attaining the following objectives:

- (1) "Encourage maximum production."
- (2) "Help provide an adequate supply of containers, labor, and transportation."
- (3) "Prevent profiteering, conspiracies and monopolies."
- (4) "Enforce fair trade practices."
- (5) "Maintain efficient and effective distribution."
- (6) "Preserve normal legitimate and essential industry operations."
- (7) "Allow maximum free competition and operation of the law of supply and demand."
- (8) "Encourage and protect individual initiative and small business."
- (9) "Provide prompt and flexible allocation of supplies to consumer markets and for military needs."
- (10) "Minimize speculation, maldistribution and waste."
- (11) "Help develop simple and well defined rules and regulations that are understandable and easily applied to normal methods of doing business as well as to operate with the minimum of government personnel."





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